

Message Text

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ACTION IO-14

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C O N F I D E N T I A L USUN 179

E.O. 11652: GDS

TAGS: PFOR, MARR, MOPS, XF, UN

SUBJ: WHOM TO ASK FOR OF ADDITIONAL CONTINGENTS

IN UNEF IS ENLARGED

1. AFTER ISRAELI-EGYPTIAN DISENGAGEMENT, UNEF'S ADDED RESPONSIBILITIES AND ENLARGED AREA OF COVERAGE MAY REQUIRE ITS ENLARGEMENT. IF THAT HAPPENS, QUESTION OF WHICH NATIONS SHOULD SUPPLY ADDITIONAL CONTINGENTS IS LIKELY TO BE AS CONTROVERSIAL AS INITIAL COMPOSITION OF FORCE. BELOW ARE SOME CONSIDERATIONS GOVERNING SELECTION OF CONTINGENTS TO ENLARGE UNEF, AND OUR THOUGHTS AS TO COUNTRIES WHICH BEST MEET CRITERIA AND SHOULD BE SUPPORTED BY US.

2. SYG COULD MOST PROBABLY CARRY OUT MODEST ENLARGEMENT OF UNEF ON HIS OWN AUTHORITY, NOTIFYING SECURITY COUNCIL OF HIS INTENTION BUT NOT REQUESTING ITS CONSENT. TEN PERCENT IS SOMETHING SPOKEN OF AAS ROUGHT MAGNITUDE OF INCREASE THAT SYG COULD UNDERTAKE ON HIS OWN. HOWEVER, LATITUDE THAT COUNCIL MEMBERS WOULD ALLOW SYG WOULD DEPEND ON PARTICULAR CIRCUMSTANCES, AND THERE NO WAY TO PREDICT THESE. (EVEN BEFORE
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DISENGAGEMENT AGREEMENT, WALDHEIM HAS BEEN TALKING IN TERMS

OF FORCE OF 7,800 RATHER THAN 7,000 MAINLY BECAUSE CANADIAN-POLISH LOGISTICS UNIT WAS LARGER THAN ANTICIPATED.)

3. IF ONLY MODERATE ENLARGEMENT WERE REQUIRED, PROBABLY BEST COURSE WOULD BE TO ASK FOR ADDITIONAL TROOPS FROM SOME OF CONTRIBUTING COUNTRIES. COUNTRIES LIKE SWEDEN, INDONESIA AND AUSTRIA COULD CERTAINLY PROVIDE ADDITIONAL TROOPS. THESE WOULD IMPROVE EFFICIENCY OF FORCE, BOTH BY ENLARGING MORE EXPERIENCED CONTINGENTS AND BY AVOIDING THE INCLUSION OF ADDITIONAL SMALL AND ILL-EQUIPPED ASIAN, AFRICAN AND LATIN CONTINGENTS. ENLARGING UNEF WITH TROOPS FROM COUNTRIES ALREADY CONTRIBUTING WOULD ALSO HAVE ADVANTAGE THAT SYG COULD CARRY IT OUT ON HIS OWN AUTHORITY MORE EASILY THAN IF NEW CONTINGENTS WERE ADDED.

4. IF FORCE HAS TO BE SO ENLARGED THAT ADDITIONAL CONTINGENTS ARE NEEDED, FOUR MAIN CONSIDERATIONS WILL EFFECTIVELY GOVERN CHOICES. THESE ARE A) EQUITABLE GEOGRAPHIC REPRESENTATION, B) NATO VS. WARSAW PACT BALANCE AND, MORE GENERALLY, PRO-WESTERN VS. PRO-COMMUNIST INCLINATIONS, C) ACCEPTABILITY TO THE PARTIES AND D) PEACEKEEPING EXPERIENCE, READINESS AND MILITARY EFFICIENCY. LATTER TWO CRITERIA ARE ONES US WILL WANT STRESSED, WHILE FORMER TWO WILL BE EMPHASIZED BY NON-ALIGNED AND SOVIETS.

5. GIVEN THESE CONSIDERATIONS, BEST COURSE FOR USG WOULD SEEM TO BE TO SUPPORT SELECTION OF THIRD LATIN OR ASIAN COUNTRY. (SINCE AFRICA IS ALREADY REPRESENTED BY THREE CONTINGENTS, GEOGRAPHIC BALANCE WOULD DICTATE TURNING TO ASIA AND LATIN AMERICA NEXT.) PROBLEM WITH ANOTHER WESTERN EUROPEAN COUNTRY (AND THIS PROBABLY INCLUDES AUSTRALIA) IS THAT SUCH A CHOICE WOULD CERTAINLY PROVOKE SOVIET DEMAND FOR FURTHER EAST EUROPEAN REPRESENTATION. WITH TWO WEST EUROPEANS, TWO SCANDINAVIANS AND CANADA ALREADY REPRESENTED, THIS WOULD BE HARD BATTLE TO FIGHT. AND US INTEREST WOULD SEEM TO LIE MORE IN PREVENTING ADDITIONAL COMMUNIST PARTICIPATION THAN IN INCLUDING MORE NATO OR OTHER WEO COUNTRIES.

6. OF LATIN AMERICAN AND ASIAN NATIONS THAT HAVE OFFERED CONTINGENTS OR APPEAR WILLING TO DO SO (SEE PARA 9 BELOW), BEST PROSPECTS SEEM TO BE BRAZIL AND IRAN. BOTH SHOULD
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BE ACCEPTABLE TO THEIR REGIONAL GROUPS, HAVE FAIRLY BALANCED MIDDLE EAST POSTURE, ARE FRIENDLY TO THE US AND, MILITARILY, WOULD SUBSTANTIALLY STRENGTHEN UNEF.

7. OTHER COUNTRIES THAT APPEAR ACCEPTABLE ARE ARGENTIAN, THE PHILIPPINES AND COLOMBIA. ETHIOPIA, THOUGH IT HAS NOT INDICATED A WILLINGNESS TO PROVIDE TROOPS, AND HAS NO RELATIONS WITH ISRAEL, IS ANOTHER POSSIBILITY. FROM MANY STANDPOINTS,

INCLUDING PEACEKEEPING EFFECTIVENESS, AUSTRALIA WOULD BE BEST CHOICE OF ALL, AND IT SHOULD NOT BE DISMISSED UNLESS IT WOULD BE CERTAIN TO PROVOKE UNACCEPTABLE SOVIET CANDIDATE.

8. WITH ITS NEW RESPONSIBILITIES, UNEF SEEMS LIKELY TO NEED AIR ELEMENTS, FOR OBSERVATION AND RECONNAISSANCE AS WELL AS TRANSPORTATION. THIS IS ANOTHER CONSIDERATION TO BE TAKEN INTO ACCOUNT IN CHOOSING ADDITIONAL CONTINGENTS.

9. FOLLOWING ARE COUNTRIES WHICH WOULD PROBABLY BE WILLING TO SUPPLY CONTINGENTS IF UNEF WERE ENLARGED;

A) NATIONS WHICH OFFERED TROOPS OR INDICATED WILLINGNESS TO DO SO IF ASKED:

BELGIUM, BRAZIL, BULGARIA, COLOMBIA, CZECHOSLOVAKIA, DENMARK, GERMAN DEMOCRATIC REPUBLIC, GREECE, ITALY, IVORY COAST, LIBERIA, NETHERLANDS, NEW ZEALAND, NORWAY, ROMANIA, URUGUAY, YUGOSLAVIA, ZAIRE.

B) GOVERNMENTS WHICH, IN OUR EMBASSIES' OPINIONS, WOULD OFFER TROOPS IF ASKED:

ARGENTINA, AUSTRALIA, ECUADOR, GREECE, IRAN, PARAGUAY, PHILIPPINES, THAILAND.
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